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TAGS: [KCRM](#) [PHUM](#) [KWMN](#) [SMIG](#) [ASEC](#) [ELAB](#) [PREL](#) [KE](#)  
SUBJECT: KENYA BETTER FOCUSED ON TIP BUT MORE COORDINATION  
NEEDED

11. (SBU) Summary: G/TIP Yousey's August visit to Kenya highlighted the challenges facing government efforts to combat Trafficking in Persons (TIP). While Kenya's ranking among Tier Two Watchlist countries has increased the attention of the GOK and Kenyan civil society to the problem of human trafficking, inadequate resources and poor communication and coordination continue to hamper efforts to combat the problem. End Summary.

12. (SBU) Rachel Yousey, Program Analyst in the Office to Monitor and Combat Trafficking in Persons, visited Kenya July 31 - August 7, 2006 to gain a better understanding of TIP issues affecting Kenya and to raise awareness of TIP among Kenyan officials. Pol FSN and Econoff accompanied Yousey to meetings with civil society and Kenyan government agencies with anti-TIP responsibilities. In addition to meeting with GOK offices headquartered in Nairobi, Yousey also traveled to Kenya's coast, where human trafficking is a growing problem, to discuss trends and anti-TIP efforts with relevant government agencies and civil society organizations.

Civil Society Committed to Greater Coordination  
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13. (SBU) Yousey began the visit with a roundtable on August 1, comprised of numerous civil society organizations involved in activities to combat trafficking in persons. The issues the NGOs are confronting include commercial sexual exploitation, sex tourism, child abuse, and forced labor. Their programs to confront these issues aim at rehabilitation of street children, legal aid, and women and child rights advocacy. There was general consensus on the need to strengthen the network of civil society organizations working on these issues. They called for resources to open shelters for rescued women and children, and to investigate corrupt police and officials who protect traffickers. Participants agreed that better coordination would enhance anti-TIP efforts, and that to more effectively address TIP-related issues, the network needs to include relevant GOK agencies. Pol FSN's proposal to develop a GOK line ministry network to assist in coordination of GOK efforts was enthusiastically received.

14. (SBU) These sentiments echo similar comments made at a May 2005 Embassy-sponsored TIP conference, and an International Organization for Migration (IOM)-sponsored conference in November 2005. That these issues remain unresolved and of primary concern for these organizations says a great deal about the state of anti-TIP efforts and the ability (or willingness) of the various organizations to take the initiative and develop the necessary networks to be more effective. Several NGO representatives have separately lamented to Poloff the inability of civil society, let alone

the GOK, to coordinate activities. NGO's have historically relied on outside initiatives (from the USG or International Organizations) to assist in bringing everyone together. On a more promising note, the NGO TIP network invited Econoff to its August meeting, where they tried to finalize the text of an MOU to formalize the network and improve coordination.

#### GOK All Ears, But Slow to Act

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15. (SBU) Yousey next paid a call on Ministry of Foreign Affairs officials, including recently appointed Kenyan ambassadors assigned to Middle Eastern countries. Recent media reports have highlighted the plight of Kenyan trafficking victims in several Middle East countries. Yousey raised awareness of these issues among the outgoing ambassadors. The officials were grateful for our bringing the issues to their attention and expressed their support for the proposed GOK line ministry network to better share information and coordinate efforts on TIP.

16. (SBU) During a meeting with Gideon Kimilu, Criminal Investigations Division Staff Operations Officer, Kenyan Police Service, he acknowledged that some KPS officers have benefited from TIP awareness training, provided by IOM and the American Bar Association (ABA), but said too few have been trained and those that have are not deployed consistently where they can transfer the acquired knowledge to colleagues. Kimilu identified the need to incorporate into such awareness training a "train the trainer" (TOT) component at provincial and district levels. (Note: The Embassy recently completed a grant agreement with the ABA to provide TOT TIP awareness training to law enforcement and

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immigration officers. The ABA developed the curriculum in active consultation with the Kenya Police Service and Ministry for Immigration. End Note.) The Deputy Secretary in the Office of the President, Mr. Maina, acknowledged the Human Trafficking Unit (HTU) has been inactive and said that he would try to invigorate it.

17. (SBU) The Permanent Secretary for Immigration, Emmanuel Kisombe, welcomed Yousey's visit and expressed concern over the lack of coordination between GOK agencies and with civil society. He also lamented that his Ministry was never consulted regarding its efforts for inclusion in the State Department's Annual TIP Report. (Note: The need for greater coordination and communication is clearly a lesson to be drawn from his own Ministry, where Poloff met with several immigration officials to discuss their efforts to combat trafficking, including the Assistant Principle Immigration Officer. The Permanent Secretary was either unaware of these meetings or was being disingenuous. End Note.)

18. (SBU) The Children's Department of the Ministry of Home Affairs recently designated an officer to cover all TIP-related issues. Human trafficking is now included in the Department's work plan. Also, the Department's officials explained that there is a National Steering Committee responsible for children's matters and that there is a TIP sub-portfolio under the committee. Officials expressed concern over the growing reports of boys aged 15-18 being trafficked to the Middle East. Officials from the Children's Department expressed strong support for improved networking between the GOK, civil society, and faith-based organizations.

19. (SBU) Minister of Culture and Wildlife Morris Dzoro and Tourism Director Wanjiru Makanga Munene said they were forced to carry out a raid on a hotel on the Coast because the local police were compromised and refused to respond to reports of a woman selling her teen-age daughters to tourists. Dzoro assured Yousey and Emboffs that the hotels and other hospitality sector firms that had not yet signed the ECPAT

Code of Conduct to fight child sex tourism would sign up. He said he would use the recently revived Hotel and Restaurant Authority, which inspects and licenses all hotels, lodges, and guest houses, to enforce the Code.

¶10. (SBU) However, Officials from the Ministry of Labor complained that while they are involved in vetting and counseling Kenyan workers going abroad, they have very little idea of what are the conditions for these workers in foreign countries, a situation which is aggravated by the fact that there are no foreign labor attaches in Kenyan missions abroad. They also complained that the civil society-drafted anti-TIP legislation was not developed in sufficient consultation with the Ministry.

#### Challenged on the Coast

¶11. (SBU) On August 3, Yousey, Pol FSN, and Econoff traveled to the Coast, which has been described as the epicenter of human trafficking in Kenya, particularly child sex tourism. A team of Coastal administrators, including the Provincial Commissioner, Provincial Immigration Officer, Provincial Tourism Officer, and Assistant Commissioner of Police, readily admitted to Yousey that child prostitution is rampant and that the government's ability to combat the vice is limited. Despite posting legal notices prohibiting underage children from admission to bars and other establishments, rarely is anyone ever held to account. Legal loopholes, they explained, are too great to achieve many successful prosecutions. The Provincial Commissioner suggested that the judiciary should be sensitized on child trafficking and sexual exploitation cases. The Immigration Officer opined that the difficulties are due to Kenya's porous borders, which are exploited by traffickers. The Assistant Commissioner of Police explained that his officers worked in close cooperation with their Tanzanian counterparts and by using road blocks have identified illegal aliens and smuggling routes. However, he complained that the court system has consistently failed to successfully prosecute those arrested. It was apparent from the meeting that the Human Trafficking Unit of the Kenya Police Service has yet to become active on the Coast.

¶12. (SBU) During a meeting with the Malindi District Commissioner (DC), the team learned that the area was

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notorious for marriages between young Kenyan men and women and older Europeans. The DC described incidents, without making clear whether any force was involved in the initial marriage contract, where young Kenyan brides returned to Kenya with horror stories of abuse at the hands of their foreign spouses.

¶13. (SBU) A local reporter who has closely followed TIP and the growth of sex tourism in Malindi, said that over the last 10 years, a powerful social trend had developed in which local women, even educated professionals, seek to marry foreigners who provide houses, cars, and income. He claimed that many of the businesses in Malindi, both large and small, are owned by Europeans through their Kenyan wives or girlfriends. He believed child prostitution and sex tourism had exploded in the last year, with girls younger than 15 seeking out European tourists and going to their walled-off villas, where some are abused and used to make pornographic videos. He worried that European residents and visitors to Malindi have developed a sense of impunity because local officials prevent police from "harassing" them to keep the tourism industry growing.

#### Comment

¶14. (SBU) The release of the Annual TIP Report and Kenya's

downgrading to Tier Two Watchlist have helped focus attention on human trafficking. However, both civil society and government officials decry the lack of better coordination on TIP issues indicating there is serious room for improvement and underscoring the difficulties in harnessing the good will to combat TIP for effective action. Thus, while great strides have been made in raising awareness, closer cooperation is sorely needed given the complexity of TIP issues and the necessary involvement of numerous government agencies. We will strive to capitalize on this new attention and push all parties for improved communication and the development of a GOK line ministry network. As demonstrated in Yousey's various meetings, the Embassy should be able to find numerous willing allies.

115. (U) This cable was cleared by G/TIP's Rachel Yousey.  
RANNEBERGER